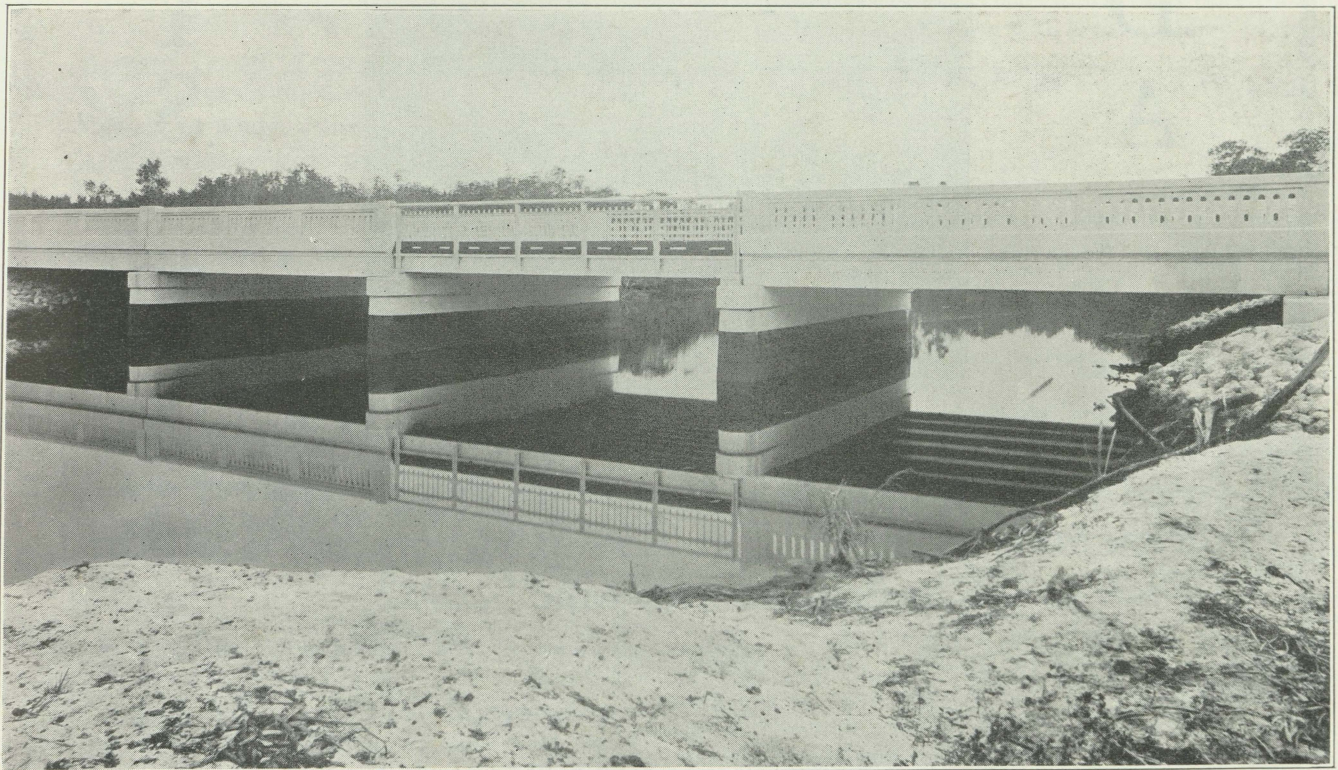


FLORIDA HIGHWAYS

Official Bulletin of the State Road Department

Vol. IX

No. 6

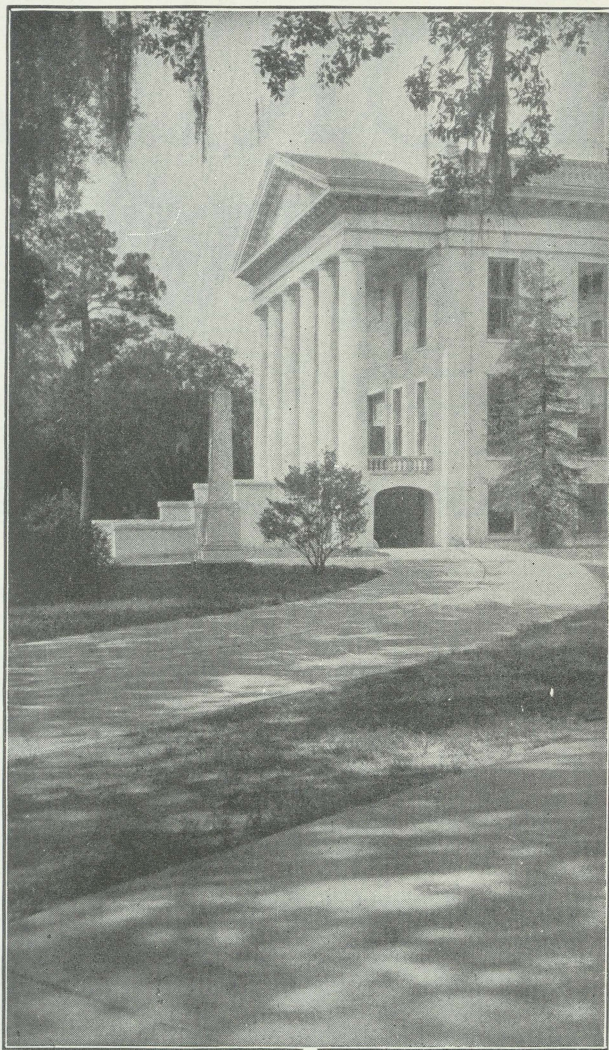


Federal Aid, Road 4, Middle River Bridge

June 1932

F L O R I D A

Vol. IX
No. 6



H I G H W A Y S

JUNE
1932

Transactions at Meeting of State Road Department Held at Tallahassee, June 9, 1932

PURSUANT to due and legal notice, a meeting of the State Road Department was held at Tallahassee on June 9, 1932 with all members present, as follows: H. H. Wells, Chairman, Addison Logan, Wm. A. Shands, J. E. Lupfer and George B. Hills. B. M. Duncan, State Highway Engineer, B. A. Meginniss, Attorney for the Department, and H. J. Morrison, Federal Highway Engineer, were also in attendance.

Minutes Approved

On motion of Mr. Hills, seconded by Mr. Lupfer, the minutes of the meeting held at Tallahassee on May 17 were duly approved.

Mathew Perry Philips

On motion of Mr. Hills, seconded by Mr. Lupfer, the following resolution was unanimously adopted:

WHEREAS, since the last meeting of this Department, Mathew Perry Philips, Division Engineer for the North Fourth Division, has been called by death, in line of duty; and

WHEREAS, the members of this Department desire to record their expression of sincere sorrow in

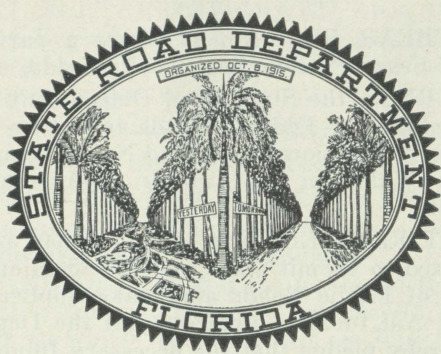
the death of this faithful, conscientious and valued official,

NOW, THEREFORE, BE IT RESOLVED by the State Road Department of Florida that in the death of Mr. Philips there has been removed from the organization a man who was faithful to every trust, outstanding in his ability and unswerving in his devotion to the highest ideals of public service.

BE IT FURTHER RESOLVED, that the members of this Department do express to the family of Mr. Philips their sincere and heartfelt sympathy in the sorrow which has come upon them, and that a copy of this resolution, attested by the Secretary, be furnished to the members of said family and a copy to the Press of the State of Florida.

Seminole Bridge—Road 15—Pinellas County

Messrs. C. E. Burleson, Captain C. R. Carter, J. E. Patterson, F. O. Lee and Karl B. O'Quinn presented to the Department a request that a permit be granted to the City of St. Petersburg to attach a water main to the Seminole Bridge on Road 15. They pointed out that this is a main which will serve the United



Florida Highways

Published Monthly
Official Bulletin of the State Road Department

PERSONNEL OF DEPARTMENT

H. H. WELLS (*Chipley*), *Chairman*
(*Official Residence, Tallahassee.*)

| | | |
|--|---|----------------|
| ADDISON LOGAN, <i>Tampa</i> | } | <i>Members</i> |
| W. A. SHANDS, <i>Gainesville</i> | | |
| GEORGE B. HILLS, <i>Jacksonville</i> | | |
| J. E. LUPFER, <i>Kissimmee</i> | | |
| KARL ROESCH, <i>Tallahassee</i> , <i>Secretary</i> | | |

PERSONNEL OF EMPLOYEES IN GENERAL CHARGE OF THE WORK OF THE DEPARTMENT

Engineering Division

B. M. Duncan, Tallahassee.....State Highway Engineer
L. K. Cannon, Tallahassee....Ass't. State Highway Engineer
W. I. Nolen, Tallahassee.....Bridge Engineer
W. L. Thorpe, Gainesville.....Supt. of Equipment

Division Engineers

DIVISION OF TESTS.....H. C. Weathers, Gainesville
DIVISION OF SURVEYS AND PLANS....F. W. Berry, Jr.,
Tallahassee

FIRST DIVISIONR. K. Van Camp, Lakeland
Counties—Charlotte, Citrus, Collier, DeSoto, Glades, Hardee, Hendry, Hernando, Highlands, Hillsborough, Lake, Lee, Manatee, Pasco, Pinellas, Polk, Sarasota, Sumter.

SECOND DIVISION.....Leon B. Thrasher, Ocala
Counties—Alachua, Baker, Bradford, Columbia, Dixie, Gilchrist, Hamilton, Jefferson, LaFayette, Levy, Madison, Marion, Suwannee, Taylor, Union.

THIRD DIVISION.....E. K. Fogg, Chipley
Counties—Bay, Calhoun, Escambia, Franklin, Gadsden, Gulf, Holmes, Jackson, Leon, Liberty, Okaloosa, Santa Rosa, Wakulla, Walton, Washington.

NORTH FOURTH DIVISION, E. S. Lofberg, Acting, Jacksonville
Counties—Clay, Duval, Flagler, Nassau, Putnam, Seminole, St. Johns, Volusia.

SOUTH FOURTH DIVISION, R. L. Bow, West Palm Beach
Counties—Brevard, Broward, Dade, Indian River, Martin, Monroe, Okeechobee, Orange, Osceola, Palm Beach, St. Lucie.

Auditing Division

S. L. Walters, Tallahassee.....Auditor

B. A. Meginniss, Attorney for the Department,
Editor

Volume IX June, 1932 Number 6

States Veteran's Hospital, now under construction in Pinellas County.

On motion of Mr. Logan, seconded by Mr. Lupfer, the following resolution was adopted:

BE IT RESOLVED that the Chairman be and he is authorized to issue a permit to the City of St. Petersburg for the installation of a water main on or attached to the Seminole Bridge, Road 15, Pinellas County, provided arrangements can be made which are satisfactory to the State Highway Engineer and to the U. S. Bureau of Public Roads.

The same delegation extended an invitation to the Department to hold an early meeting at Pass-a-Grille.

Broward County—Road 177

The following comprised a delegation which appeared before the Department from Broward County: C. P. Weidling, John W. Needham, Mayor C. C. Adams, N. A. Hart and N. Epstein. This delegation requested the Department to construct a retaining wall to hold the fill along approximately 500 linear feet of Road 177. They stated that the Federal Government has agreed to place the fill without cost, provided a retaining wall is constructed to hold the same.

On motion of Mr. Lupfer, seconded by Mr. Logan, the following resolution was adopted:

BE IT RESOLVED, that an emergency be and the same is hereby declared to exist, and that this Department do appropriate not to exceed the sum of \$4250.00 for the purpose of building a retaining wall along approximately 500 feet of Road 177 in Broward County.

BE IT FURTHER RESOLVED, that this Department does not by this action commit itself to the maintenance of said road nor the paving of any portion thereof.

Road 2—Lake County

Mr. Douglas Igou appeared before the Department with a request that a new surface be laid on Road 2 over approximately four blocks in Eustis and that the said road be widened for a distance of approximately fifteen blocks.

Emergency Landing Fields

Mr. George Whitfield McRory presented to the Department a request that a revision be made in the route of Airway No. 2 heretofore adopted by the Department, so as to include on said route the city of Ocala.

Project 85—Road 3

Messrs. W. M. Murphy of Murphy Construction Company and Mr. E. C. Langston of Langston Construction Company appeared before the Department and requested that they be permitted to furnish bond with personal surety instead of corporate surety in connection with the contract recently awarded to them for the construction of Project 85, Road 3. They were informed that the Department cannot comply with this request.

Pick-Up Trucks

On motion of Mr. Shands, seconded by Mr. Logan, the following resolution was adopted:

BE IT RESOLVED that the Purchasing Department be requested to secure prices on three (3) Chevrolet pick-up trucks and to furnish the same for delivery to this Department at Jacksonville.

Award of Contracts

On motion of Mr. Logan, seconded by Mr. Shands, the following resolution was adopted:

WHEREAS, this Department on June 8, 1932 received bids for the construction of certain projects and for the furnishing of certain materials and supplies; and

WHEREAS, the firms and individuals hereinafter listed were and are hereby declared to be the lowest responsible bidders therefor,

NOW, THEREFORE, BE IT RESOLVED that contracts be and they are hereby awarded for the construction of such projects and the furnishing of such materials, as follows:

Construction

| | |
|---|-------------|
| Project 76-D, Road 5, Hillsborough County, Littrell Construction Company, using Resiliflex Guard Rail..... | \$ 4,702.42 |
| (Award subject to approval by U. S. Bureau of Public Roads.) | |
| Project 676-C, Road 13, Levy County, L. B. McLeod Construction Co., using flint rock as cover material..... | 161,666.85 |
| Project 76-C, Road 5, Hillsborough County, W. L. Cobb Construction Co., using Resiliflex guard rail and concrete pipe | 76,648.80 |
| (Award subject to approval by U. S. Bureau of Public Roads.) | |
| Project 1013, Road 25, Palm Beach County, Dudley-Murphy Construction Company.. | 9,140.46 |

Materials

| | |
|--|-------------|
| Project 856, Road 44, Volusia County, creosoted timber piling, Eppinger & Russell Co. | \$ 5,773.26 |
| awarded on basis of lowest bid complying with specifications. | |

Road No. 13—Alachua County

On motion of Mr. Shands, seconded by Mr. Logan the following resolution was adopted:

WHEREAS, Road No. 13 forms a part of the Federal Seven Percent System of Florida, and

WHEREAS, the State Road Department is desirous of obtaining Federal Funds to aid in the construction of that portion of Road No. 13 from Gainesville to Waldo in the County of Alachua, Now, Therefore,

BE IT RESOLVED, that the Chairman is hereby authorized to submit plans and specifications to the Bureau of Public Roads and make application for Federal Aid for said project; and the Department does hereby pledge that the necessary funds will be provided by said Department for meeting Federal Aid on said proposed Federal Aid Project; and

BE IT FURTHER RESOLVED, that the State Highway Engineer be and he is hereby directed to commence the construction of said road as soon as all necessary plans are completed.

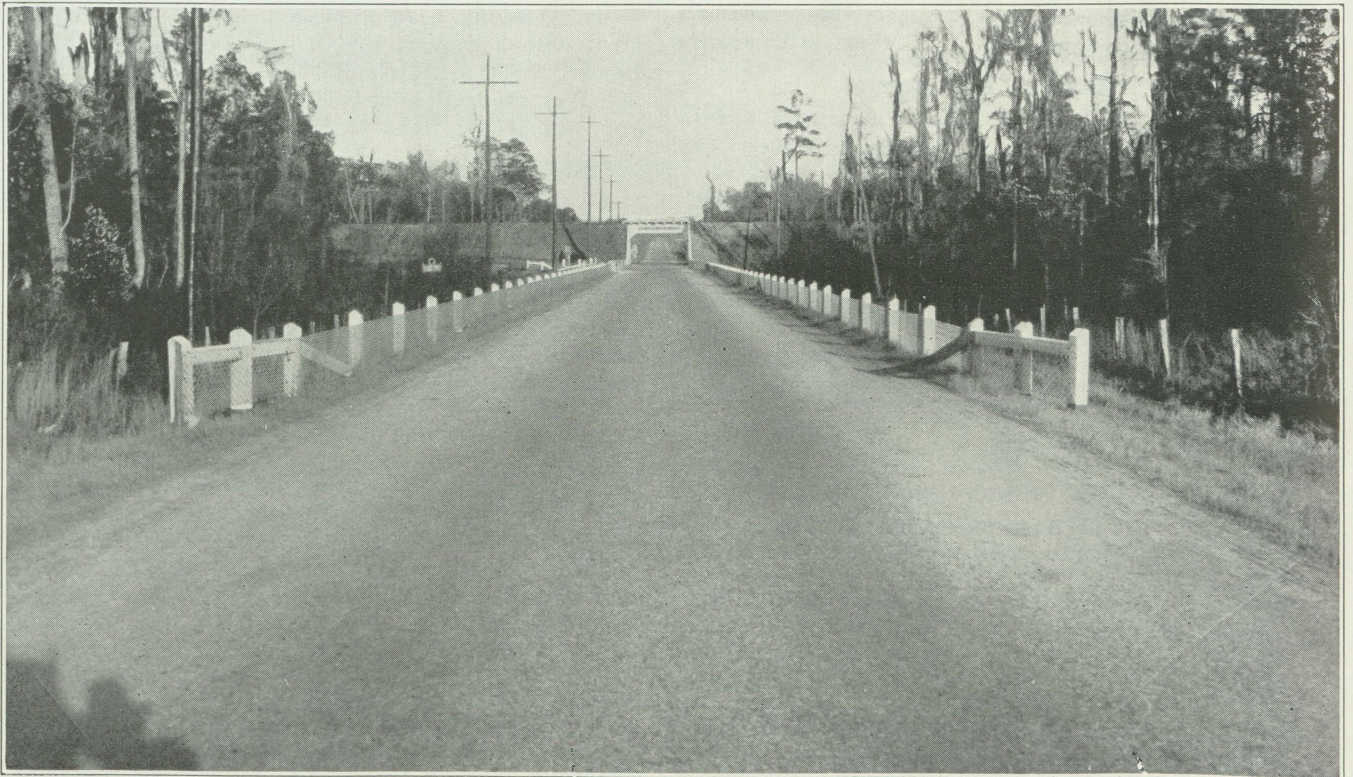
Road No. 5—Charlotte County

On motion of Mr. Logan, seconded by Mr. Shands, the following resolution was adopted:

WHEREAS, Road No. 5 forms a part of the Federal Seven Percent System of Florida, and

WHEREAS, the State Road Department is desirous of obtaining Federal Funds to aid in the construction of that portion of Road 5 from Peace River Bridge through Punta Gorda to intersect existing Road No. 5 in the County of Charlotte, Now, Therefore,

BE IT RESOLVED, that the Chairman is hereby authorized to submit plans and specifications to the Bureau of Public Roads and make application for Federal Aid for said project; and the Department does hereby pledge that the necessary funds will be provided by said Department for meeting Federal Aid on said proposed Federal Aid Project; and



Road 1, A. C. L. Underpass

BE IT FURTHER RESOLVED, that the State Highway Engineer be and he is hereby directed to commence the construction of said road as soon as all necessary plans are completed.

Project 913—Road 85—Martin County
Project 912—Road 85—Okeechobee County
Project 702—Road 10—Franklin County

On motion of Mr. Shands, seconded by Mr. Hills, the following resolution was adopted:

BE IT RESOLVED, that the matter of the award of contracts for materials on Projects 913, 912 and 702, bids on which were received on June 8, be referred to the Chairman, with power to act.

Project 971—Road 23—Asphalt Blocks

On motion of Mr. Logan, seconded by Mr. Hills, the following resolution was adopted:

BE IT RESOLVED that all bids received June 8, 1932 for the furnishing of asphalt blocks on Project 971, Road 23 be and the same are hereby rejected.

Project 1017—Alachua County

The Attorney for the Department reported to the members that the Supreme Court has affirmed the decision of the Circuit Court of Alachua County in the condemnation suit which was brought by the Department against A. B. Zetrouer in said County.

On motion of Mr. Shands, seconded by Mr. Lupfer, the following resolution was adopted:

BE IT RESOLVED, that the Chairman be and he is hereby authorized to pay the award and costs and secure the necessary right of way involved in the condemnation proceedings of the State Road Department vs. A. B. Zetrouer, on Project 1017, Alachua County.

Bridge on Road From Chattahoochee to River Junction

On motion of Mr. Logan, seconded by Mr. Shands, the following resolution was adopted:

BE IT RESOLVED, that the Chairman be and he is hereby authorized to advertise for bids for the construction of a bridge on the road between Chattahoochee and River Junction if he shall find the same expedient.

Expense Accounts Approved

On motion of Mr. Wells, seconded by Mr. Lupfer, the expense accounts of the members were approved and ordered paid.

Road 22—Orange County

Mr. Lupfer presented to the members a proposal from the City of Orlando to purchase 100,000 brick which are being salvaged from State Road 22 between Orlando and Winter Garden, at \$12.00 per thousand, delivered at the city yards.

On motion of Mr. Lupfer, seconded by Mr. Hills, the following resolution was adopted:

BE IT RESOLVED, that this Department do accept the offer of the City of Orlando of \$12.00 per thousand for 100,000 brick salvaged from State Road 22 in Orange County, delivered by the Department to the city yards, it being understood that said city will accept said brick as they are taken and removed from the road in due course.

Removal of Convict Camp

On motion of Mr. Lupfer, seconded by Mr. Logan, the following resolution was adopted:

BE IT RESOLVED that an emergency be and the same is hereby declared to exist and that the

convict camp now at work on State Road 25 in Palm Beach County be removed therefrom and placed on State Road 199, in said County.

Road 29—Osceola County Right of Way

On motion of Mr. Lupfer, seconded by Mr. Hills, the following resolution was adopted:

WHEREAS, this Department has surveyed and located State Road 29 between Narcoossee and Ashton in Osceola County, as is shown by plat of said location on file in this office and on file in the office of the Clerk of the Circuit Court of Osceola County, a copy of which is hereto attached and marked Exhibit A; and

WHEREAS, said Department has found and determined and does hereby find and determine that it is necessary, wise and expedient to secure by purchase or condemnation the lands necessary for the right of way as shown by said plat,

NOW, THEREFORE, BE IT RESOLVED, by the State Road Department of the State of Florida that the County Commissioners of Osceola County, Florida be and they are hereby requested and authorized to secure by purchase or condemnation the lands necessary for said right of way for said road along the lines shown on said plat.

BE IT FURTHER RESOLVED, that said County Commissioners be and they are hereby authorized to use the name of this Department in any condemnation proceedings necessary to carry out the purposes of this resolution, or to proceed in their own name as authorized by law.

BE IT FURTHER RESOLVED, that in the event that they shall elect to proceed in the name of this Department, that their attorney be and he is hereby authorized to prepare, execute and file all necessary pleadings, affidavits and documents in connection therewith.

Project 3-A-1—Road 218—Okaloosa County

The Chairman reported to the members that the Forestry Department did not approve the award of contract subject to bids received in May for the construction of Project 3-A-1, Road 218, Okaloosa County, and recommended that all bids be rejected and that said project be readvertised together with Project 1029, Road 218, Walton County. All bids therefore for said project were by the Department duly rejected.

Prequalification of Bidders

On motion of Mr. Hills, seconded by Mr. Shands, the following resolution was adopted:

BE IT RESOLVED that the Chairman, State Highway Engineer and the Attorney be and they are hereby directed to prepare a form of prequalification of bidders on state road contracts and to put into effect the said system so evolved.

Meeting of the Department

On motion of Mr. Shands, seconded by Mr. Lupfer, it was ordered that the next meeting of the Department be held at Tallahassee subject to call of the Chairman.

September Meeting

On motion of Mr. Logan, seconded by Mr. Lupfer, the following resolution was adopted:

BE IT RESOLVED, that the September meeting of this Department be held in the City of Fort Pierce.

On motion of Mr. Shands, seconded by Mr. Hills, the Department was adjourned.

Motorists Pay Most of Nation's Highway Cost

By E. E. Duffy

ALTHOUGH property taxes are frequently credited with bearing most of the cost of building roads, the real burden is borne by motorists, an accurate survey of road costs shows.

At present motorists are paying 94.5 per cent of the cost of building state highways and one-fourth of the cost of building local roads. Altogether motorists are paying about two-thirds of the cost of building state and local highways.

In 1930, the last year for which complete figures are obtainable, \$1,423,164,000 was available for state highway construction. But of that sum \$286,500,000 was left over from the previous year; Federal Aid contributed nearly \$92,500,000; bonds and notes financed by gasoline tax money accounted for \$22,288,000; miscellaneous income brought in \$17,000,000 and \$60,600,000 was transferred from local authorities for state highway construction. So the actual amount of money coming from tax sources is \$744,229,000. Of this only \$43,318,000 came from property and \$700,911,000 came from gasoline taxes and motor vehicle license fees. This latter amount is 94.5 per cent of the total from tax sources.

In addition to paying nearly all of the costs of state roads, motorists are also paying one-fourth of the costs of building local roads. Tax sources in 1930 produced \$656,656,000 for local roads. Of that motorists paid \$162,022,000.

For both local and state roads, tax sources paid \$1,400,884,000. Of that sum property taxes paid \$537,951,000 and motorists paid \$862,933,000, or approximately two-thirds.

It is logical and reasonable that motorists pay nearly all of the cost of state roads and also fair that they should contribute in part to the improvement of local roads, say economists. At present motorists are paying a just share, the figures indicate. In general one-fourth of the income from gasoline taxes and motor license fees revert to local roads. This is coincidental with the traffic local roads carry—one-fourth of the nation's total is over the local roads.

Road builders point out that local roads largely benefit local residents and obviously local communities should largely pay for their own roads. Local roads benefit more than just those who own automobiles. Good transportation is essential to the well-being of the entire country.

In general motor taxes are as high as good judgment dictates. To further increase taxes on motorists would be to handicap the most important means of transportation to the individual.

It is noteworthy that nearly all bonds issued by states are financed by gasoline tax income, and that there is a growing tendency on the part of counties to finance bond issues with gasoline tax refunds from the state. States and counties have discovered the fallacy of issuing bonds for the construction of road surfaces that will not outlast the term of the bonds. When road building first was speeded up many communities constructed inferior roads which needed replacement before the bonds were retired. Within recent years, however, the general tendency is to issue bonds only for the construction of concrete pavements which last upwards of 20 years.

Federal Aid is Big Factor in Quality Roads

Insistence for Best Construction Causes Benefits From Federal Aid to Transcend Costs by Wide Margin.

ALTHOUGH the Federal government contributes only a small part of the annual cost of building important state highways, Federal Aid has been of inestimable value because of the Federal demand for high standards in state roadbuilding specifications and laws. This has saved millions of dollars to motorists through better spending of their contributions to road funds.

This declaration was made by Frederic E. Everett, president of the American Association of State Highway Officials, who urges that Federal Aid be extended to states on the present scale for some time to come.

Mr. Everett said: "When Federal Aid began to function in 1917 very few states had well equipped highway departments; many states had inefficient highway departments and administrations; and some states had no highway departments at all. In order to obtain the Federal funds offered them many states had to make drastic changes in their road laws, administration and engineering personnel.

"To illustrate the vast changes that have been largely induced by Federal Aid, note that in 1917 only five states had laboratories for testing local

road-building materials. Today nearly every state has an efficient laboratory.

"The benefits of Federal Aid extend beyond the roads built by the state in cooperation with the national government. Through the insistence for high quality construction on Federal Aid roads, an example has been set which nearly every state has followed in building roads not on the Federal Aid system. Before the introduction of Federal Aid there was a decided tendency to obtain mileage at the sacrifice of quality. The states have adopted the Federal precept that roads should be designed and built that will be adequate for the traffic and at the same time be marked with the lowest possible maintenance cost.

"Federal road contributions in 1930 amounted to only eight per cent of the road income of all the states. It is clear that the benefits brought about by Federal Aid extend far beyond this small contribution.

"Thomas H. MacDonald, chief of the U. S. Bureau of Public Roads, summarizes the values of Federal Aid in these words:

"'Federal road aid, by holding the expenditure of road users' taxes imposed by the states, to a co-ordi-

nated system of highways, not only between the states, but for the nation as a whole, has had a profound effect in providing quickly a continuous system of roads which is earning a very large annual

income for the public; and in holding construction to the standards that are necessary for economical maintenance. Federal road aid has been a large factor in bringing constructive economy into our expenditure for improved highways.' ”

Must Protect Investment in Federal Roads

“**A**LTHOUGH the need for jobs is a prime factor in the continuation of Federal Aid to states in road building at least on its present scale, it must not be forgotten that a large, economically needed, road building job still remains to be done.”

This declaration was made by Frederic E. Everett, President of the American Association of State Highway Officials.

“Of the 197,000 miles on the Federal Aid system only 76,300 miles have high type surfaces,” Mr. Everett pointed out. “Some 14,500 miles on the system have received no attention whatsoever and 28,850 miles are still in the graded and drained stage. An additional 57,800 miles have only low type surfaces and 19,400 miles have intermediate type surfaces.

“On the one hand the task ahead assumes astounding proportions. On the other, it is evident that excellent progress has been made, doubly so when it is considered that thousands of miles of roads not classified as high type pavements are roads technically known as stage construction. This stage construction, or preparatory work, will enable the Federal government and the states to proceed at a gait much more rapid than was possible during the first few years of Federal Aid.

“The states and the Federal government have a tremendous investment in the system and that in-

vestment must be protected,” continued Mr. Everett. “The only way to do that is to continue Federal Aid in such amount that a reasonable and logical mileage of roads can each year be elevated to the class of construction warranted by traffic. There are thousands of miles of low type and unimproved roads on the system that need to be surfaced or a better grade of surfacing. If they are permitted to remain in their present condition the traveling public will be penalized in high car operating costs and the states through high road upkeep costs.

“In 1931 approximately 11,000 miles of Federal Aid highways were improved. That is good progress and in view of the importance of highway transportation to every citizen, it is necessary that this rate be maintained.”

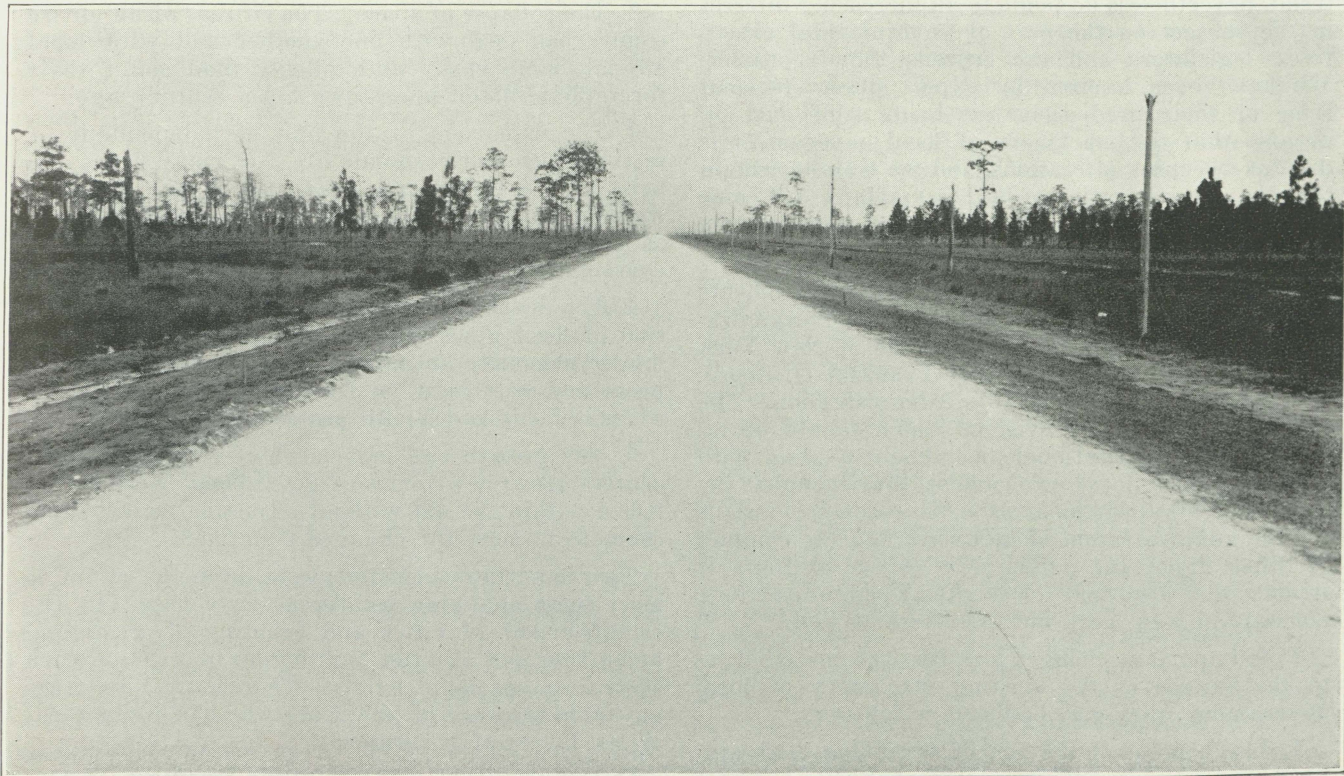
Work for the Unemployed

The fire brigade of a small south of England village had turned out in response to a fire call. While they were running their hand-cart through the village street an excited villager dashed up to the chief of the brigade.

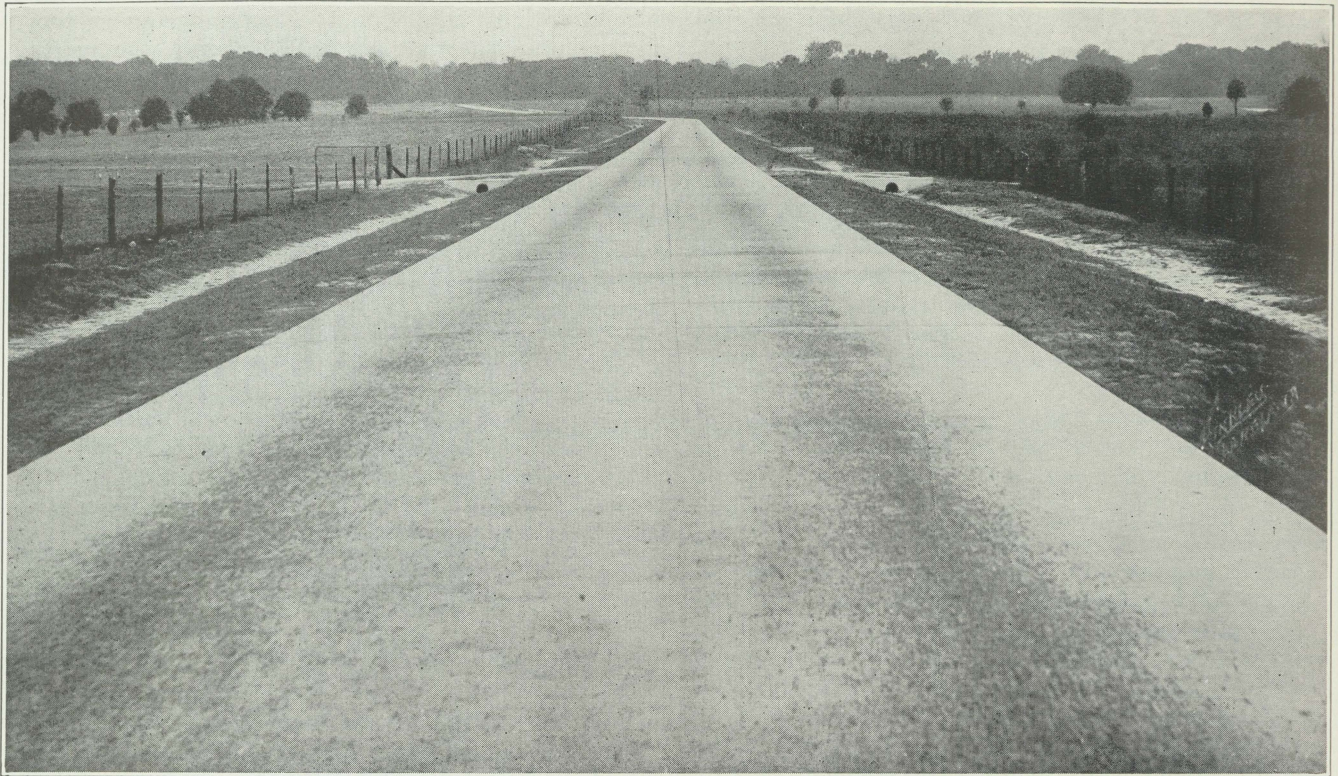
“Chief,” he shouted wildly, “another fire has started at the other end of the village.”

The officer turned on the man and looked at him fiercely.

“Can’t help that,” he snapped. “We’ve got our hands full here. They’ll have to keep the other fire going until we can get there.”



Road 20, Rock Base Before Surface Treatment



Federal Aid, Road 17, Plain Cement Concrete

Reorganizing the Machinery of Local Government

New York Is One of the States Thinking Seriously About Remodeling Its Local Governmental Units

RECENT transfers of authority for the administration of local roads—of which the act of the Virginia legislature noted in last month's issue is the latest—while not necessarily signifying a trend, nevertheless do point to an increasing interest in the subject on the part of governmental executives, legislators and the citizens they represent. We have been assured by expert observers—and some of their predictions are being confirmed by events—that the machinery of local government is due for sweeping alterations, and we may be certain that the administration of highway affairs will come up for a full share of attention in any investigation of present practices and conditions.

Many of the ills common to our local governments are set down in a memorandum on the reorganization of local government in the state of New York recently submitted to Governor Franklin D. Roosevelt by the Institute of Public Administration. The report suggests the provisions which should be included in a constitutional amendment dealing with the problem of local government, and includes, besides its general comments, specific recommendations for the administration of highways and the conduct of other important public services; accordingly it invites the attention of highway administrators, not only in New York but elsewhere as well.

Five important changes are listed as contributing to the failure of the existing machinery of local government; they may be listed as follows:

1. The coming of the age of technology. A century ago almost any successful farmer, business

man, lawyer or clergyman was competent to direct and perform any of the few activities of local government; the needs of today call for trained technicians using scientific methods and machinery.

2. The collapse of space. The citizens of an entire county can deal with one another and with local officials more easily and quickly than could their forefathers in the same township a century ago.

3. The expansion of the unit of independent or semi-independent economic life. Not many years ago most of the towns and nearly all of the counties were virtually independent economic centers; whereas a continuous flow of products and services is characteristic of modern economic life.

4. The development of a new concept of the function of local government. Local government is no longer primarily an agency for the preservation of peace and order, but for furnishing such services as roads, schools and health protection.

5. The growth and movement of population. As centers grew, new forms of government were established within the old without adjusting county government to meet the changed situation.

Two important adjustments made in the effort to meet these changing conditions have been (1) the establishment of cities and granting of municipal home rule and (2) the building-up of a patchwork system of special districts. There are now taxpayers in the state of New York who live under eight or ten layers of government.

Out of the continued use of the outgrown system

of local government have grown five outstanding effects:

1. Good service, meaning efficient and economical administration, cannot be rendered unless the governmental unit is designed to meet present-day conditions.

2. The continued use of outmoded organizations is expensive. The unit-cost of the bad service of a patchwork government is higher than would be the cost of rendering a much better grade of service through a more suitable governmental unit.

3. The work to be performed is not divided up in such a way as to coincide with the resources available for financing it.

4. Out of such conditions as exist there comes an undue growth of state supervision and state aid. Large amounts of state aid cannot be distributed without the preparation of elaborate formulas, rules and regulations and without supervision.

5. Wherever the governmental organization is unequal to its task there will be created outside of that government other agencies through which the work of government will be performed; in the state of New York the inadequacy of the local governmental institutions has been a powerful factor in the development of an "invisible government" behind the scenes.

Nine suggestions for a program of reconstruction are made in the report. They are the following:

1. The abolition of town governments and local-improvement districts and the transfer to the county government of all their functions.

2. The establishment of new forms of county government less subject to partisan politics and geographic log-rolling, and more suited to the needs and resources of the people.

3. The transfer to the state of county functions which can be administered more satisfactorily and economically by the former.

4. The establishment of a state reserve or unorganized district, including those sparsely settled counties or parts of counties in the Adirondack region, over which the state may exercise exclusive control regardless of the local government units now included within the area.

5. The consolidation of counties and the re-establishment of county boundaries in order that the burdens of local government may be more equitably distributed through the state.

6. The establishment of administrative areas of the state which may be a single county or a group of counties in which the state shall administer those local services now provided by county governments which can with advantage be transferred to state control.

7. The establishment of county departments of education.

8. The readjustment of county-city-village relationships.

9. The establishment by the constitution of "local government zones" on the basis of population and land utilization.

Abolition of town governments and improvement districts might require that a county government re-establish and administer such improvement districts throughout the county as are necessary for public service. Counties might cooperate in the administration of improvement districts in areas divided by

county boundaries. New York, says the report, contains sections in which a "rural municipality"—formed by incorporating under a single local government both the densely settled trading town and its agricultural hinterland—is clearly desirable. Where a county contains concentrations of population it would be desirable to set up local county offices for contact between citizens and the local government.

In general the report recommends that the remodeled county government be under the control of a board of not more than five supervisors, elected at large; that the board should appoint an executive head corresponding to a city manager; that the county government should be departmentalized, each department to have a director appointed by the executive head and subordinates appointed by the departmental heads, subject to such civil-service or other regulations as the legislature may deem necessary. Elective officers other than supervisors and perhaps county judges should be abolished.

The abolition of town government affects principally justices of the peace and assessors. The powers and duties of the former in criminal matters may be transferred by law to inferior local courts of criminal jurisdiction. County governments should also be permitted to appoint full-time assessors, thus helping remove assessing from purely local political influences.

Of greatest interest in the recommendations for transfer of county functions to the state is the suggested form of highway administration. Of this important service the report has the following to say: "The present system of state-county-town highways, with its distribution of state aid to counties and through the counties to the towns, opens many avenues for the waste of public money. Town highway administration is notoriously inefficient and wasteful. The town highway superintendent is commonly an elective officer over whom the town board has merely nominal control, the chief guarantee of his efficiency being the competency of supervision by the county superintendent.

"To correct the many abuses of the present system we recommend the transfer to the state of full responsibility for state highways and the present system of county highways. Town highways should be transferred to the control of the county government, assuming the abolition of town government. This would leave only two classes of highways outside of the cities; state and county. State aid should be adjusted accordingly."

The report discusses a number of other functions which might with advantage be transferred to the state.

The recommendations for the establishment of state reserves and the consolidation of counties have an important bearing on the remodeling of the highway administrative machinery. The organization of a state reserve in the Adirondacks, with necessary services supplied and financed directly by the state, would eliminate one county and a number of weak town and village governments, and would reduce the areas and populations of several other counties so that their remainders could be consolidated to advantage.

If the county is to be established as the unit of rural government, county consolidations are neces-

sary in order that the concentration of population and resources will be sufficient to support good county government. In addition to consolidation in the Adirondack region, the report recommends elimination of such small counties as Putnam, Yates, Schuyler, Schoharie, Seneca and perhaps others not large enough to organize or pay for the different kinds of technical service that government now requires.

Even with consolidations, the report states, there would be many counties which, with respect to certain functions of state government, would not be able to function satisfactorily as administrative units of the state; the state should therefore establish administrative districts comprising one county or several, as necessary. Such units would be especially important in the administration of highways. "The county," the report states, "is not a satisfactory unit for state administration of highways in certain areas of the state. If, as previously recommended, existing county roads are transferred to state control and administration, a single county, such as Westchester, with an extensive system of first-class roads, might well constitute an administrative district. In rural counties, where there is much less mileage of first-class roads, several counties could be consolidated in a single district for state administration. County lines have much less significance in rural areas, and the construction and maintenance of the state system of principal highways and feeders should be adapted to the needs of an economic area rather than a political unit of government."

It is proposed to classify and treat cities and villages as follows:

1. Cities, villages and other communities under 25,000 population. These would be re-established by the legislature as limited municipal corporations, transferring to the county those functions which it can administer more advantageously.

2. Cities in the 25,000-100,000 population range. These would be defined by the legislature and given power on the approval of the voters and with the consent of the county government to transfer certain functions to the county.

3. Cities of more than 100,000 population, which would be established as free cities wholly independent of the county with powers and duties defined by law.

To enable the drafting of a comprehensive constitutional amendment, the report states, which will take into consideration present and future needs, certain "zones" should be defined on the basis of density of population and character of utilization of land, within which zones the legislature may by general law establish such forms of government as are suited to the needs of the populations concerned. The several zones may be described generally as follows:

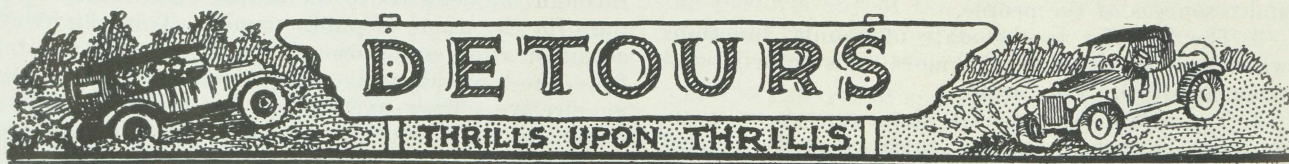
Zone A, unorganized territory, in which the necessary governmental activities would be carried on directly by the state.

Zone B, free cities, in which county government should be abolished.

Zone C, urban, including those areas which require the essential services of municipal government.

Zone D, rural, including all other areas in which the maintenance of any local government other than of the county is not warranted.

—Better Roads.



Summed Up

John rushed round looking for his coat. "What do you want it for, dear?" asked the wife.

"That fellow Smith across the road has just telephoned to ask if I can lend him a corkscrew."

"Well, what do you want your coat for? Surely there's no need to go out? You can send Mary with it."

John turned upon her more in sorrow than in anger.

"My dear," he said, "your last remarks sum up the whole reason why women cannot lead armies, control nations or take anything but a subordinate part in the affairs of the world."

Mother: "You're too old to cry Evelyn."

Evelyn: "And I'm too young to have what I'm crying for."

The teacher was drilling her class in the principles of subtraction. "Now, if you subtract twenty-five from thirty-seven, what's the difference?"

"Yeah, that's what I say," answered one of her pupils. "I think it's the bunk, too."

Sure of It

Feminine Voice (telephoning): "Is my husband at the club?"

Porter: "No, ma'am."

Feminine Voice: "But I haven't told you who I am."

Porter: "Ah knows dat, lady, but they ain't nobody's husbands heah nevah."

Have a Care, Doc

Somebody told Tillie, the office stenog, that a chiropractor could cure her neuritis. Now Tillie tells us that "A chiropractor is a guy who gets paid for what an ordinary guy gets slapped for."

"Mother, may I go out to play?"

"Yes, my darling daughter—

But remember the things you want to do
Are the things you hadn't oughter!"

Going the Pace

A firm of shipowners wired one of their captains: "Move heaven and earth; get here on Friday."

Just as they were becoming very anxious, they received the reply: "Raised hell and arriving Thursday."

The late James J. Hill was inspecting his railroad system with an imposing group of officials. At Minot, North Dakota, the party walked down the ties on a section of road bed. First came Mr. Hill, then the vice-president, the general superintendent and so on down to the roadmaster, and finally Mike Cassidy, the section boss. Mr. Hill picked a brand new spike out of the gravel, and as he handed it back to the vice-president he remarked that this was a case of carelessness which would have to be explained. The spike was passed back down the line from official to official until it reached the roadmaster and Mike.

"Mike," said the roadmaster, "Mr. Hill just picked up this spike and he wants to know why company property is left lying round this way."

"Well thank God for Mr. Hill," replied the section foreman. "I've had six men searching for that spike for four days."—Conrad Healy in "The Reader's Digest."

A tourist was enjoying the wonders of California as pointed out by a native.

"What a beautiful grapefruit," he said, as they passed through a grove of citrus trees.

"Oh, those lemons are a bit small, owing to a comparatively bad season," explained the Californian.

"And what are those enormous blossoms?" asked the tourist.

"Just a patch of dandelions," said the Californian. Presently they reached the Sacramento river.

"Ah," said the tourist, grasping the idea, "somebody's radiator is leaking!"

Dear Editor: "Does the law give a man the right to open his wife's letters?"

Answer: "Yes, but not the nerve."

Biding His Time

They had new neighbors and the wife was much interested in them. In a few days she reported:

"They seem a most devoted couple John. He kisses her every time he goes out, and even waves kisses to her from the sidewalk. Why don't you do that?"

"Why don't I?" replied John. "Good heavens, I don't even know her yet."

Young wife: "Oh, Tom, it's just about a year since our honeymoon, when we spent that glorious day on the sands. I wonder how we'll spend the first anniversary?"

Tom (gloomily): "On the rocks."

A Suggestion for Golfers

The twosome was making painfully slow progress and the minister had just dubbed his approach shot for the third time.

It was then that his companion, emerging from a hand that had covered a smile, asked: "Dominie, even under such circumstances, don't you ever cuss?"

The reply was vibrant with deep emotion: "I don't swear, but when something of this sort occurs, I spit," suiting the action to the word, "and where I spit," and his voice fairly rasped, "the grass never grows again."
—Exchange.

Congratulations

A young couple came to the manse of a popular minister to be married. After the ceremony, there was an awkward pause. The man and his bride maintained an embarrassed silence. The minister, in order to relieve the situation, said to the bridegroom: "Well, salute the bride."

Whereupon the bridegroom shook her by the hand, saying: "I congratulate you."

CONTRACTS AWARDED BY STATE ROAD DEPARTMENT

January 1, 1932 to June 30, 1932

STATE PROJECTS

| Proj. | Road | County | Contractor | Length Feet | Length Miles | Contract + 10% | Type |
|-------------|------|------------------|------------------------------|----------------|-----------------|-------------------|-------------|
| 718-B | 5-A | Alachua-Columbia | John Johnson | 216 | | \$ 24,292.45 | Concrete |
| 819-B | 54 | Okaloosa | Penton-Mathis Const. Co. | 3087 | | 95,964.54 | Timber |
| 695-C | 2 | Lake | Coastal Roads Co. | | 2.33 | 63,599.40 | Bit. Conc. |
| 960 | 67 | Glades | Wilson & Walters | | 6.19 | 36,695.02 | Grade |
| 977-B | 32 | Hardee | Paul Gilmore | 217 | | 18,867.94 | Concrete |
| 805 | 25 | Hendry | J. D. F. Boggs | 351 | | 22,002.39 | Concrete |
| 1090 | 169 | Duval | Duval Engr. & Contr. Co. | | .67 | 14,883.29 | R.B.S.T. |
| 1002 | 140 | Broward | Everglades Const. Co. | | 2.07 | 32,445.98 | R.B.S.T. |
| 870 | 143 | Palm Beach | Coastal Roads Co. | | 10.90 | 26,348.30 | R.B.S.T. |
| 785 | 47 | St. Johns | T. B. Gillespie, Inc. | | 6.00 | 42,460.00 | M.I.P. Tar |
| 562-C | 8 | Highlands | Manly Construction Co. | | 8.50 | 216,445.26 | R.B.S.T. |
| 757 | 2 | Polk | Rutherford Const. Co. | | 9.85 | 296,374.92 | Macasph. |
| 758 | 2 | Polk | Jno. E. Ballenger Const. Co. | | 7.17 | 221,125.85 | Macasph. |
| 1024 | 47 | Duval | Duval Engr. & Contr. Co. | | 6.88 | 280,426.41 | |
| 1097 | 4 | Duval | Duval Engr. & Contr. Co. | | 2.94 | 108,328.79 | |
| 677-C | 13 | Levy | L. B. McLeod Const. Co. | | 10.30 | 177,833.53 | R.B.S.T. |
| 1013 | 25 | Palm Beach | Dudley-Murphy Const. Co. | 250 | | 10,054.50 | Conc. Tmbr. |
| Sub Total | | | | 4121 | 73.80 | \$1,688,148.57 | |
| Grand Total | | | | 6,075 | 92.31 | \$2,477,624.57 | |

FEDERAL PROJECTS

| Proj. | Road | County | Contractor | Length Feet | Length Miles | Contract + 10% | Type |
|-----------|------|------------------|------------------------------|----------------|-----------------|-------------------|------------|
| 72-D | 28 | Putnam-Flagler | Powell Brothers | 313 | | \$ 37,131.79 | Concrete |
| 53-D | 2 | Lake | Coastal Roads Co. | | 4.83 | 149,749.01 | Bit. Conc. |
| 79-B | 4 | Duval | Hillyer & Reynolds | 181 | | 19,366.66 | Concrete |
| 87-A | 19 | Jefferson | Van Gordon Const. Co. | | 7.54 | 159,858.90 | R.B.S.T. |
| 3-A | 218 | Okaloosa | The Britton Lumber Co. | | .87 | 2,801.72 | C.G.&G. |
| 85 | 3 | Seminole-Volusia | Langston & Murphy Const. Co. | | 3.79 | 287,325.80 | C.G.&G. |
| 76-D | 5 | Hillsborough | Littrell Const. Co. | 1460 | | 51,730.16 | Concrete |
| 76-C | 5 | Hillsborough | W. L. Cobb Const. Co. | | 2.35 | 84,313.68 | Concrete |
| Sub Total | | | | 1,954 | 18.51 | \$ 789,476.00 | |

Status of Road Construction

Through May 31, 1932

| Proj. No. | Contractor | Road No. | County | Total Length Miles | Clearing Miles | Grading Miles | Base Miles | Surface Miles | Type | Per Cent Complete |
|------------------------------------|----------------------------------|----------|-----------------------|--------------------|----------------|---------------|------------|---------------|-------------|-------------------|
| 3-A | McVay Lindsay & Son..... | 218 | Okaloosa | 9.17 | 9.17 | 9.17 | ..... | 6.00 | S.T.S.C. | 65.00 |
| 53-D | Coastal Roads Co..... | 2 | Lake | 4.83 | ..... | ..... | .48 | 0.00 | Bit. Conc. | 5.00 |
| 60-A | Convicts | 4 | Flagler-Volusia | 11.76 | 11.76 | 10.68 | ..... | ..... | Grading | 85.00 |
| 79-A | Convicts | 4 | Duval | 13.31 | 11.45 | 9.45 | ..... | ..... | Grading | 75.00 |
| 83 | E. F. Powers Const. Co..... | 5 | Sarasota | 9.20 | ..... | ..... | 9.20 | 9.20 | R.B.S.T. | 100.00 |
| 85 | Langston & Murphy Const. Co..... | 3 | Seminole-Volusia... | 3.79 | 0.00 | 0.00 | ..... | ..... | Grading | 0.00 |
| 87-A | Van Gordon Const. Co..... | 19 | Jefferson | 7.54 | ..... | ..... | 0.00 | 0.00 | R.B.S.T. | 0.00 |
| 562-C | Manly Const. Co..... | 8 | Highlands | 8.50 | ..... | ..... | 0.00 | 0.00 | R.B.S.T. | 0.00 |
| 623 | State Forces | 35 | Madison | 12.13 | ..... | ..... | ..... | 4.00 | R.B.S.T. | 90.00 |
| 695-C | Coastal Roads Co..... | 2 | Lake | 2.33 | ..... | ..... | 2.21 | 0.00 | Bit. Conc. | 60.00 |
| 702 | Convicts | 10 | Franklin | 7.50 | 7.50 | 7.50 | ..... | ..... | Grading | 100.00 |
| 706-B | State Forces | 28 | Putnam | 14.91 | ..... | ..... | ..... | 6.00 | R.B.S.T. | 92.00 |
| 737 | Convicts | 39 | Washington | 11.00 | 8.00 | 4.00 | ..... | ..... | Grading | 33.00 |
| 757 | Rutherford Const. Co..... | 2 | Polk | 9.85 | ..... | ..... | 0.00 | 0.00 | Macasph. | 0.00 |
| 758 | Ballenger Const. Co..... | 2 | Polk | 7.17 | ..... | ..... | 0.00 | 0.00 | Macasph. | 0.00 |
| 779 | Convicts | 19 | Liberty | 8.00 | 8.00 | 8.00 | ..... | ..... | Grading | 99.00 |
| 785 | T. B. Gillespie, Inc..... | 47 | St. Johns | 6.00 | ..... | ..... | ..... | 0.00 | Sand Asph. | 0.00 |
| 788 | State Forces | 10 | Walton | 17.00 | ..... | ..... | ..... | 10.00 | Sand Asph. | 55.00 |
| 793-C | Convicts | 15 | Citrus | 6.45 | 5.03 | 1.00 | ..... | ..... | Grading | 35.00 |
| 793-D | Convicts | 15 | Citrus | 7.99 | 7.99 | 7.99 | ..... | ..... | Grading | 100.00 |
| 796 | Convicts | 13 | Nassau | 10.10 | 6.00 | 4.00 | ..... | ..... | Grading | 31.00 |
| 805 | Convicts | 25 | Hendry | 9.51 | 9.51 | 9.51 | ..... | ..... | Grading | 99.00 |
| 806-C | State Forces | 25 | Hendry | 11.00 | ..... | ..... | ..... | 6.50 | R.B.S.T. | 95.00 |
| 806-D | State Forces | 25 | Hendry | 12.69 | ..... | ..... | ..... | 7.00 | R.B.S.T. | 95.00 |
| 826 | Convicts | 88 | Holmes | 10.00 | 8.00 | 5.00 | ..... | ..... | Grading | 45.00 |
| 830 | Convicts | 19 | Liberty | 10.50 | 3.00 | .50 | ..... | ..... | Grading | 5.00 |
| 834 | Convicts | 52 | Jackson | 16.04 | 9.00 | 7.50 | ..... | ..... | Grading | 50.00 |
| 868-A | State Forces | 5 | Levy | 7.34 | ..... | ..... | ..... | 3.00 | R.B.S.T. | 90.00 |
| 868-C | State Forces | 5 | Levy | 12.71 | ..... | ..... | ..... | 5.00 | R.B.S.T. | 88.00 |
| 873 | Convicts | 49 | Baker | 10.78 | 9.70 | 4.63 | ..... | ..... | Grading | 48.00 |
| 875 | Convicts | 23 | Hernando | 10.14 | 10.14 | 9.92 | ..... | ..... | Grading | 98.00 |
| 876-C | State Forces | 78 | Duval | 19.17 | ..... | ..... | ..... | 11.50 | R.B.S.T. | 96.00 |
| 902 | Convicts | 70 | Sumter | 12.33 | 11.84 | 4.93 | ..... | ..... | Grading | 59.00 |
| 947 | Convicts | 80 | Clay | 6.85 | 6.85 | 6.85 | ..... | ..... | Grading | 100.00 |
| 948 | McVay Lindsay & Son..... | 22 | Orange | 11.90 | ..... | ..... | 0.00 | 0.00 | R.B.S.T. | 0.00 |
| 956 | Convicts | 44 | Volusia | 5.04 | 5.04 | 3.88 | ..... | ..... | Grading | 76.00 |
| 960 | Wilson & Walter | 67 | Glades | 6.19 | 3.00 | 1.40 | ..... | ..... | Grading | 20.00 |
| 974-C | Convicts | 29 | Osecola | 18.10 | 18.10 | 8.69 | ..... | ..... | Grading | 55.00 |
| 977-A | Convicts | 22 | Hardee | 6.04 | 6.43 | 3.35 | ..... | ..... | Grading | 45.00 |
| 994 | Convicts | 109 | Martin | 10.50 | 10.29 | 0.00 | ..... | ..... | Grading | 33.00 |
| 1002 | Everglades Const. Co..... | 140 | Broward | 2.07 | 0.00 | 0.00 | 0.00 | 0.00 | R.B.S.T. | 0.00 |
| 1013 | Convicts | 25 | Palm Beach | 3.60 | 3.60 | 3.24 | ..... | ..... | Grading | 85.00 |
| 1024 | Duval Engr. & Contr. Co..... | 47 | Duval | 6.88 | 0.00 | 0.00 | 0.00 | 0.00 | Sheet Asph. | 0.00 |
| 1090 | Duval Engr. & Contr. Co..... | 169 | Duval | .67 | .67 | .50 | 0.00 | 0.00 | R.B.S.T. | 3.00 |
| 1096 | Convicts | 19 | Calhoun | 9.00 | 1.00 | .50 | ..... | ..... | Grading | 3.00 |
| 1097 | Duval Engr. & Contr. Co..... | 4 | Duval | 2.94 | ..... | ..... | 0.00 | 0.00 | Sht. Asph. | 0.00 |
| Total Complete April 30, 1932..... | | | | | 3,447.39 | 3338.08 | 1956.32 | 2970.42 | | |
| Complete month of May..... | | | | | 30.41 | 23.24 | 2.76 | 3.00 | | |
| Total Complete May 31, 1932..... | | | | | 3,477.80 | 3391.32 | 1959.08 | 2973.43 | | |
| TOTAL ROAD MILEAGE COMPLETE | | | | | | | | | | |
| | | | Concrete | Brick | B.C. | S.A. | B.M. | Asp.B. | S.T.R.B. | S.T.S.C. Macasph. |
| Complete to April 30, 1932..... | | | 438.05 | 21.63 | 54.26 | 114.61 | 109.57 | 23.70 | 1636.80 | 366.48 16.99 |
| Complete month of May..... | | | | | 1.64 | | | | .59 | |
| Complete to May 31, 1932 | | | 438.05 | 21.63 | 55.90 | 114.61 | 109.57 | 23.70 | 1637.39 | 366.48 16.99 |
| | | | Sand Asph. | Sand Clay | Marl | Total | | | | |
| Total Complete April 30, 1932..... | | | 100.06 | 101.37 | 27.58 | 3011.10 | | | | |
| Complete month of May..... | | | 3.08 | | | 5.31 | | | | |
| Complete to May 31, 1932 | | | 103.14 | 101.37 | 27.58 | 3016.41 | | | | |

Status of Bridge Construction

Through May 31, 1932

| Project No. | Contractor | Road No. | County | Total Length Feet | Type | Percent Complete |
|-------------|------------------------------|----------|------------------------|-------------------|-----------------------|------------------|
| 57 | C. G. Kershaw Contr. Co..... | 3 | Nasau-Duval | 1067.00 | Concrete | 35.00 |
| 66 | R. C. Huffman Const. Co..... | 5 | Sarasota | 458.57 | Concrete & Steel Span | 99.90 |
| 72-D | Powell Bros..... | 28 | Putnam-Flagler | 313.00 | Concrete | 25.00 |
| 79-B | Hillyer & Reynolds | 4 | Duval | 181.00 | Concrete | 0.00 |
| 718-B | John Johnson | 5-A | Alachua-Columbia | 216.00 | Concrete | 54.00 |
| 779-B | R. J. Arrington & Son..... | 19 | Leon-Liberty | 731.00 | Timber & Concrete | 70.00 |
| 805 | J. D. F. Boggs | 25 | Hendry | 351.00 | Concrete | 0.00 |
| 819-B | Penton-Mathis Const. Co..... | 54 | Okaloosa | 3087.00 | Timber | 25.00 |
| 875-B | C. T. Felix | 2 | Sumter | 700.00 | Timber & Concrete | 49.00 |
| 977-B | Paul Gilmore | 32 | Hardee | 217.00 | Concrete | 16.00 |